

International Wildlife Trafficking:

Plight of the Pangolins



United States
Diplomacy Center

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Simulation Background

Wild animals and plants, or wildlife, contribute to the health and stability of the world's **ecosystems** and play important roles that provide economic and health benefits for all humans. The illegal trade in wildlife, known as **wildlife trafficking**, is caused by demand for species or products that exceeds **sustainable** consumption. Today, **wildlife trafficking** is a lucrative illegal trade generating billions of dollars a year.

The population of all species worldwide declined by an average of 40% from 1970 to 2000. **Wildlife trafficking** is one of several causes of this decline, along with habitat destruction or degradation, climate change, invasive species, and other threats. Each species plays a part in their local environment. When elephants are killed for ivory, exotic birds for feathers, or leopards for their pelts, it disrupts the **ecosystem**.

Wildlife trafficking poses significant risks to more than just wildlife and the environment. The rapid growth in **wildlife trafficking** also contributes to societal instability by driving corruption, undermining the rule of law, and providing a source of funding for criminal and militant groups. Wildlife crime occurs at all levels of the global economy. Environmental crime transcends national borders and undercuts efforts of protective legislation. This urgent wildlife crisis requires an international response.

In 1975, member countries of the International Union for Conservation of Nature (**IUCN**), adopted the Convention on International Trade in Endangered Species of Wild Fauna and Flora (**CITES**). The objective of **CITES** is to ensure that international trade in animals and plants does not threaten their survival in the wild. The treaty protects approximately 35,000 species under three categories:

- Appendix I: Species threatened with **extinction**; all trade is prohibited;
- Appendix II: Species not currently threatened with **extinction** that need trade controls for protection; and
- Appendix III: Species for which a country has requested help with international trade.

While **CITES** is legally binding, it does not replace national laws. Each member country must adopt national legislation to enforce **CITES** recommendations.

Wildlife trafficking compromises both national and international security, social and economic development, and global health. According to a joint **International Criminal Police Organization (ICPO-INTERPOL)** and United Nations (UN) report published in 2016, the profits of **wildlife trafficking** are linked to large-scale international crime. It is among the most lucrative illegal trades worldwide with low risk and high reward.





Driven by the growing demand for wildlife, illegal trade has escalated into a global crisis, pushing several iconic species, including the elephant and rhinoceros, to the edge of **extinction**. However, a little known species is actually the target of more illegal trade than any other mammal the pangolin.

Pangolins, the only mammals covered head-to-toe in scales, are solitary, nocturnal creatures that are vulnerable to exploitation because of their low reproductive rates and ease of capture. **Pangolins** have a single pup every one to two years. A juvenile pangolin remains with its mother for up to four months, clinging to her tail as she forages for insects. **Pangolins** play a significant environmental role in regulating insect populations. They use their claws to break into nests of ants and termites, and they use their long, sticky tongues to lap up the insects. It is estimated that each adult pangolin consumes more than 70 million insects annually. **Pangolins** have few defenses beyond their scaly exterior. When threatened by predators such as lions and tigers, they roll into a ball. Unfortunately, this makes it easy for poachers to collect and transport them.

Since 2000, an estimated 200,000 **pangolins** have been seized in Asia alone. The number of animals traded annually is closer to one million. The eight species of **pangolin** are spread across 31 African and 17 Asian countries. **Pangolin** habitats range from tropical forests, grasslands, and savannas, to deciduous forests.

Pangolins are hunted for two main reasons. Their scales have been used by some cultures in traditional medicine for thousands of years. Practitioners believe that dried **pangolin** scales can treat a range of physical illnesses, such as malarial fever, and can neutralize witchcraft and evil spirits. Local populations traditionally consumed **pangolin** meat as a protein source, but in recent years it has become a luxury item sold in exclusive restaurants for up to \$1,000 per meal. The soaring prices have increased demand and made **pangolins** more lucrative for poachers and illegal traders.

According to the **IUCN Red List of Threatened Species**, **pangolins** are at high risk of **extinction**. These **prehistoric** creatures, long valued by rural communities, may disappear as demand for **pangolin** scales and meat continues to grow.

In this simulation exercise, you will focus on **wildlife trafficking** of the **endangered pangolin**. The countries of Bengkano, Keneselles, and Trangalia are affected by declining **pangolin** populations in different ways. These **stakeholders**, however, have different objectives. You will need to find common ground to save the **pangolin** from **extinction**, respect cultural traditions, and find ways to stop organized crime, poachers, and local consumers from exploiting the situation.





The facilitator or instructor will assign you to a delegation representing one of the following **stakeholders**:

1. Bengkano
2. Keneselles
3. Trangalia
4. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) Secretariat
5. United States Department of State (DOS)
6. League of Endangered Animal Protectors (LEAP)





Simulation Scenario*

The country of Keneselles has emerged as a major hub in the international **pangolin** trade. Customs officials recently intercepted a large shipment of **pangolins** at the border between Keneselles and Trangalia. Keneselles appears to function primarily as a **transit country**, meaning that illegally captured **pangolins** are passed through the country for sale elsewhere. Some **pangolins** and other **endangered** species are frequently available for sale in markets or restaurants in Keneselles, and the vendors appear to operate without fear of fines or arrest. However, most of this local trade targets tourists from Trangalia and not residents of Keneselles.

In fact, demand in Trangalia appears to be the main stimulus for the international **pangolin** trade. The once flourishing population of **pangolins** in Trangalia has declined dramatically in the past ten years. Over half of the illegal shipments that have been seized in Keneselles were headed for Trangalia. As a major **destination country**, Trangalia consumes **pangolins** as luxury meat and processes their scales for medicinal purposes. Now that there are no longer enough **pangolins** to meet demands in Trangalia, its citizens are turning to illegal trade. Trangalia is not a signatory to **CITES** and has thus far not shown any serious intentions to become one.

Bengkano was a large consumer of native **pangolins** in the past, but it has recently established a **pangolin** preserve to rehabilitate animals captured in illegal shipments. Bengkano is receiving advice from the League of Endangered Animal Protectors (LEAP) on how to educate its citizens regarding the benefits of protecting wildlife and habitats. Bengkano wants to protect **pangolins** because of their cultural significance. Both Bengkano and Keneselles are signatories to **CITES**, although Keneselles is having difficulty enforcing anti-trafficking laws. Ironically, Bengkano's effort at protecting **pangolins** has made it an **origin country**, where poachers come to capture **pangolins** illegally.

Bengkano is frustrated with the lack of enforcement at the border between Keneselles and Trangalia, a major path for illegal trafficking. The United Nations Environmental Programme (UNEP) and the U.S. State Department (DOS) want to encourage Keneselles to implement the **CITES** provisions and increase enforcement. On a recent visit to Keneselles, the **CITES** Secretariat found that the country is being targeted by organized crime networks who are smuggling **pangolins** across the country's borders. Keneselles has weak enforcement of national laws and many loopholes, so criminals have become more active. In addition, militant groups are learning that **wildlife trafficking** is a lucrative means to fund their aims.

While Bengkano is working to improve its laws and enforcement, the weak policing in Keneselles and Trangalia is making all three countries potential targets of criminal **wildlife**

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trafficking networks. The rising profit from the **pangolin** trade makes the risk worth it for poachers to cross the borders between the countries. They change transit routes frequently to avoid detection. Recent seizures of **pangolin** shipments reveal that trade volume has increased. Despite their enforcement efforts, there is more that both Bengkano and Trangalia can do to prevent poachers and illegal traders - even if Keneselles cannot or will not act.

LEAP wants to work with Trangalia to educate its citizens on the benefits of wildlife conservation, but it is not receiving much encouragement to work within the country. The organization has had success in Bengkano and is making some small advances in Keneselles, but still has much to accomplish. In order to convince individuals in Keneselles to stop their involvement in the pangolin trade, LEAP will need to know that local authorities will protect their representatives from the poachers. LEAP would like to see all eight species of **pangolins** moved from Appendix II to Appendix I of **CITES**, which would provide the animals with greater protection. This would not immediately stop the illegal trade, but it would raise awareness of the serious threat of **extinction** for **pangolins**.

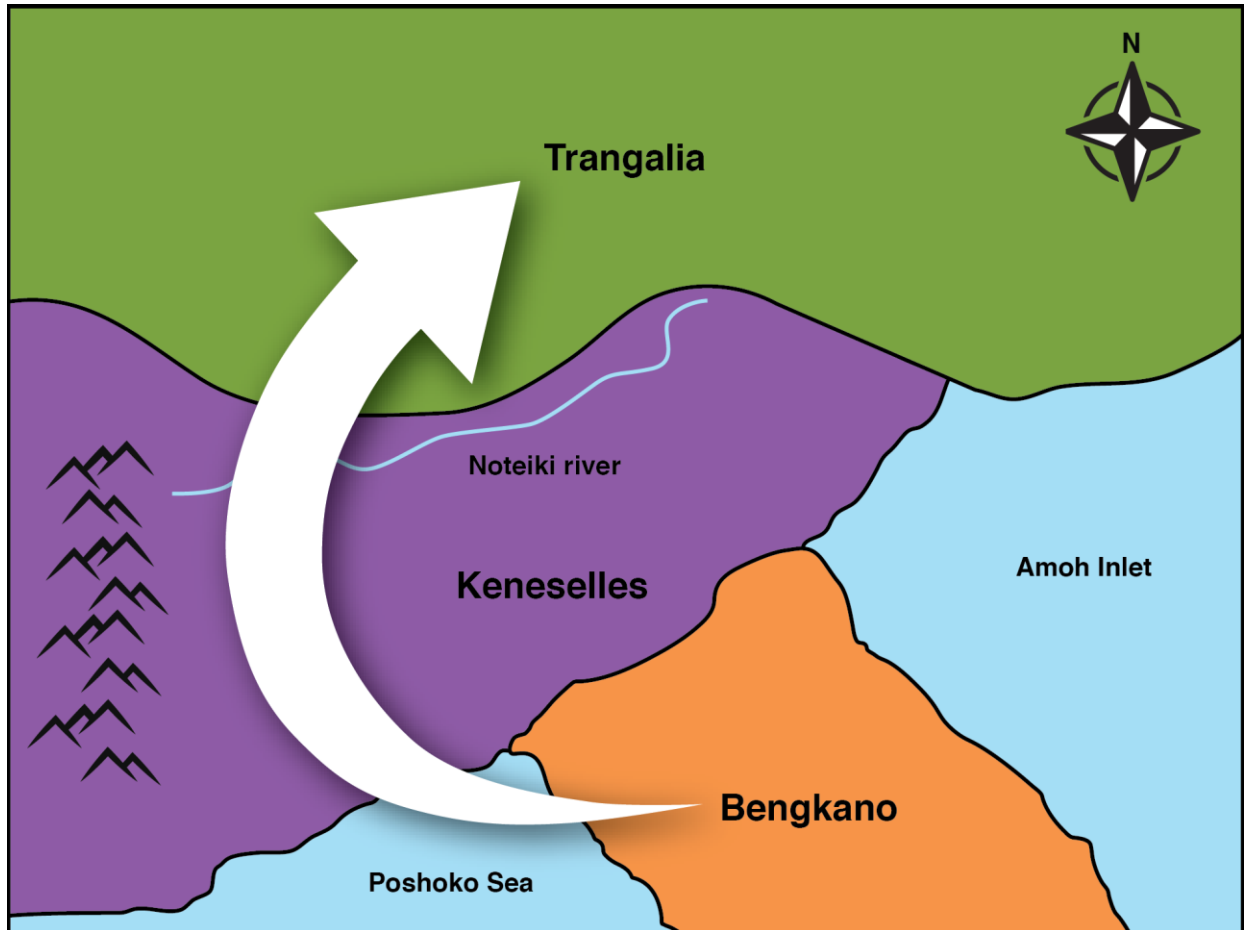
Bengkano has requested that the CITES Secretariat call a diplomatic meeting to address its fears of organized crime and terrorist organizations entering the country to take advantage of the **pangolin** trade. The Department of State (DOS) is concerned about the stability of the region and has been making diplomatic overtures to several countries. LEAP hopes to introduce a plan to find alternative economic opportunities and advance understanding of the value of wildlife populations and their habitats.

**This is a hypothetical scenario, though it is grounded in real issues and circumstances. The statistics, geography, and details in this exercise should not be read as describing any specific, real world situation.*





International Wildlife Trafficking Map



One of the transit routes used by pangolin poachers traveling from Bengkano through Keneselles to the final destination in Trangalia.



Fact Sheet:

U.S. Department of State (DOS)

The State Department leads the United States in its relationships with foreign governments, international organizations, and the people of other countries. It aims to promote the security, prosperity and interests of the American people around the world. It does so by creating American jobs through support for open markets for U.S. companies; by issuing passports and providing emergency assistance to U.S. citizens abroad; by negotiating treaties to reduce nuclear weapons and equipping countries to respond to their own security challenges; by helping countries with health, food and humanitarian crises; by promoting stability, peace and human rights; and by increasing understanding of American society and values.

The U.S. is a global leader of wildlife protection. It also functions as an economic aid donor, spending more on Overseas Development Assistance (ODA) than any other nation in the world. It allots hundreds of millions of dollars in foreign assistance funding to environmental protection programs.

The U.S. is party to a number of environmental treaties, the Convention on the International Trade in Endangered Species of Wild Fauna and Flora (**CITES**), the International Union for Conservation of Nature (**IUCN**) and the United Nations, among others. The U.S. is also member to many Regional Environmental Organizations (REOs), such as the North American Agreement on Environmental Cooperation (NAAEC).

The U.S. recognizes that wildlife conservation and **biodiversity** are national and global assets and that the sustainability of these resources is both a national and an international concern. Through national programs and initiatives, the U.S. has worked to promote science-based conservation, hoping to secure sustainability of resources in order to conserve this natural wealth for future generations. The **pangolin** is one of many species of mammals that the U.S. Fish and Wildlife Service (**FWS**) lists as **endangered** throughout the world. With the aid of FWS, countless non-governmental organizations (**NGOs**), and a large public interested in protecting the environment, the U.S. is partnering with the international community to find long term solutions for threatened wildlife and their habitats.

Additionally, DOS recognizes transnational **wildlife trafficking** is a security issue as armed poachers illegally cross borders, disrupt the social fabric of communities, and channel profits to criminals and violent extremist networks.

Opening Position:

- You can rely on the vibrant civil society in the U.S. to support efforts to find an environmentally friendly resolution to the issue.

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- You will want LEAP to play a strong role in the discussions on the issue.
- You sympathize with the position of Bengkano and generally support its efforts.
- You want to build a relationship with Keneselles to help ensure stability in the region.
- It will be a challenge to persuade Trangalia that CITES should play a stronger monitoring and enforcement role.
- You will want to promote improved regional cooperation.

Questions to Consider:

- How important is protecting wildlife to the U.S. government?
- What are U.S. priorities in dealing with issues of sustainability and conservation?
- What implications do the decisions made by DOS have in the future?
- Can DOS advise **stakeholders** on alternative means for national income generation other than the illegal pangolin trade?
- What programs might DOS support to help decrease the demand for pangolins, ensure enforcement of current protections, and support anti-poaching efforts?

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Fact Sheet:

CITES Secretariat

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is an international agreement between governments. Its aim is to ensure that international trade in specimens of wild animals and plants does not threaten their survival.

The CITES Secretariat is administered by the United Nations Environmental Programme (UNEP), which plays a coordinating, advisory, and servicing role in the working of the Convention.

States that have signed on to CITES are known as Parties. Although CITES is legally binding on the Parties – in other words they have to implement the Convention – it does not take the place of national laws. Instead it provides a framework to be respected by each Party which has to adopt its own domestic legislation to ensure that CITES is implemented at the national level.

International wildlife trade is estimated to be worth billions of dollars annually and includes hundreds of millions of plant and animal specimens. Levels of exploitation of some animal and plant species are high and the trade in them, together with other factors, such as habitat loss, can heavily deplete their populations and even bring some species close to **extinction**. Many wildlife species listed in CITES are not **endangered**, but the existence of an agreement to ensure the sustainability of the trade is important in order to safeguard these resources for the future.

Because the trade in wild animals and plants crosses borders between countries, the effort to regulate it requires international cooperation to safeguard certain species from over-exploitation. CITES was conceived in the spirit of such cooperation. Today, it accords varying degrees of protection to more than 35,000 species of animals and plants, whether they are traded as live specimens, fur coats, or dried herbs.

CITES works by subjecting international trade in specimens of selected species to certain controls. The import and export of the species covered by the Convention has to be authorized through a licensing system. Each Party to the Convention must designate one or more Management Authorities in charge of administering that licensing system and one or more Scientific Authorities to advise its government on the effects of trade on the status of the species.

The species covered by CITES are listed in three groups, according to the degree of protection needed:

- Appendix I includes species threatened with **extinction**. Trade in specimens of these species is permitted only in exceptional circumstances.
- Appendix II includes species not necessarily threatened with **extinction**, but their trade

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must be controlled in order to maintain populations.

- Appendix III contains species that are protected in at least one country and that country has asked other CITES Parties for assistance in controlling the trade.

Opening Position:

- You want to help **stakeholders** find consensus and practical solutions.
- As an organ of the United Nations, you should act as a facilitator among the stakeholder groups, and encourage them to work together to achieve agreement.
- You will advocate for vigorous enforcement, verification, and monitoring of illegal wildlife trade.
- You can provide useful information and data to all parties on wildlife conservation, sustainability, and the consequences of **wildlife trafficking**.

Questions to Consider:

- What progress has CITES made on improving the situation facing the illegal wildlife industry and maintaining **sustainable** wildlife trade?
- What measures are in place to prevent further damage to **endangered** species? How effective are these measures?
- How important are the challenges facing wildlife to the UN?
- What do UN member states believe is the best way to handle the situation?
- How can CITES better assist other nations with information sharing and regulation of **wildlife trafficking**?
- Since campaigns against illegally trading **pangolins** has not been effective, what other ideas are there to save them from possible **extinction**?
- What practices of local communities in Bengkano, Keneselles, and Trangalia may provide shared interests where **pangolins** are concerned?
- What are some practices of these communities that may be a source of conflict when discussing protection for pangolins?

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Fact Sheet:

League of Endangered Animal Protectors (LEAP)

The League of Endangered Animal Protectors (LEAP), based in Switzerland, is an international non-governmental organization (**NGO**) founded in 1996. LEAP works worldwide as a wildlife conservation organization. It aims to protect the world's **ecosystems** and combat **wildlife trafficking**, focusing specifically on **endangered** species, including elephants, tigers, and **pangolins**, to halt illegal wildlife trade, and to advance **sustainable** and efficient environmental practices across the globe. This organization's goal is to influence our global economic structure toward greater protection of **endangered** species and more **sustainable** practices.

As non-profit organizations, **NGOs** such as LEAP rely on a variety of sources for funding projects. Fundraising efforts are important for a **NGO's** existence and success. Funding sources include membership dues, the sale of goods and services, private sector for-profit companies, philanthropic foundations, grants from local, regional and government agencies, and private donations.

LEAP partners with corporations, humanitarian groups, and government agencies to achieve its goals. LEAP collaborates with the U.S. Department of State (DOS), the U.S. Fish and Wildlife Service (FWS) and the United Nations Environmental Program (UNEP).

LEAP has accomplished a great deal in addressing and combating **wildlife trafficking**. In an effort to improve global practices, LEAP works to eliminate the threat of **pangolin extinction**. It has worked with international governments to analyze market-driven practices and criminal network operation patterns. One possible solution includes training hunters how to follow **sustainable** wildlife regulations without participating in illegal **wildlife trafficking**. Other methods focus on educating local populations on **pangolin** conservation, and partnering with international governments and **NGOs** to encourage **sustainable**, legal wildlife trade, and conservation. LEAP also works to expand and create protected wildlife parks by collaborating with nations and experts on secure wildlife protection.

Opening Position:

- LEAP has global reach; you are respected internationally.
- You will be critical of the apparent unwillingness in Keneselles to police illegal **wildlife trafficking**.
- You will be critical of Trangalia's refusal to become a signatory of CITES.
- You believe that illegal **wildlife trafficking** is irresponsible. Allowing illegal **wildlife trafficking** threatens legitimate and legal wildlife trade and **biodiversity**.
- You can rely on effective emotional arguments and sympathy generated by public

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campaigns with foreign communities.

- You would like to see CITES play a stronger leadership role on this issue.

Questions to Consider:

- How does LEAP work with these three nations and CITES to address issues of wildlife protection?
- How do **NGOs**, such as LEAP, support the education of the public? How do they go about this?
- How are **NGOs** funded? Who pays for their programs and campaigns? Does that shape their work?
- What are the goals of LEAP?
- How can LEAP work specifically with DOS, Keneselles, Trangalia, and/or Bengkano to protect **pangolins**?
- Can LEAP advise **stakeholders** on finding alternative means for national income generation other than participation in the illegal **pangolin** trade?
- Why might CITES's stronger leadership role be helpful in the protection of pangolin?
- Though Keneselles has laws on record to protect **endangered** pangolin, it doesn't appear to enforce them. Why might this be the case in Keneselles?
- Trangalia is a temporary member of the UN Security Council for the next two years. How can this worldwide leadership role be used to persuade Trangalia to accept the goals LEAP has to protect wildlife, and specifically the pangolin?

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Fact Sheet:

Bengkano

Bengkano is a predominantly rural country with a population of 70 million people. Agriculture employs 40% of its workers. The rest of the economy is primarily based on tourism and related service industries. It is a newly emerging industrial economy. A longstanding parliamentary government rules the country, which has contributed to the relative stability of the economy. Bengkano is a signatory of CITES, a member of regional economic **bilateral** agreements, and a participant in an economic and political organization of ten neighboring countries.

Bengkano is particularly committed to protecting wildlife; tourism is an important part of its economy and it attracts many visitors to view native species in parks and **preserves**. Two species of **pangolins** are native to the country, but their numbers are in steady decline. Poachers are capturing **pangolins** and illegally shipping them out of the country. Border control agents often confiscate shipments of 30 to 70 **pangolins** as traders cross into Keneselles. Many of the **pangolins** are injured or killed during transport.

Bengkano has a **preserve** dedicated to rehabilitating **pangolins** and other animals confiscated in raids on wildlife traffickers. Once veterinarians treat **pangolins** for disease or injuries sustained during transport, park rangers release them in secret locations to deter poachers. Since the life of each **pangolin** is precious in the race to boost wild populations, park rangers outfit the released **pangolins** with small transmitters so that their movements can be tracked. This ensures some measure of safety from future trafficking.

Bengkano's government enforces laws that protect the **pangolin**. It has worked hard to reduce consumer demand within its borders through a partnership with a **NGO** that specializes in protecting wildlife by educating those involved in the local trade. The League of Endangered Animal Protectors (LEAP) has had a presence in the country for several years and has had fairly good success educating the public about the importance of wildlife and wildlife habitats for the country's future generations. Although long standing traditions are difficult to change and some locals continue to hunt **pangolins** for their own use, LEAP hopes to educate locals on the importance of **pangolin** protection and how to identify criminal activities.

A greater threat to Bengkano's **pangolins** comes from two of its neighbors. It shares a border with Keneselles and is not far from the southern border of Trangalia. Trangalia's large population has a correspondingly large appetite for **pangolins**. **Pangolin** populations in Trangalia are at alarmingly low levels, pushing up the demand for **pangolin** in other countries where **pangolins** exist. The **pangolin** population will not recover without immediate intervention. Consequently, Trangalians have turned to the illegal **pangolin** trade in Keneselles to meet market demands. This is bringing poachers and criminal networks into Bengkano.

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Opening Position:

- You want LEAP to continue its assistance and support in the country and to also expand into neighboring countries.
- You want CITES to work with you to encourage countries to take a stronger position on wildlife trafficking in the region.
- You want Keneselles to control its border through better policing and stronger penalties for **wildlife trafficking**.
- You want Trangalia to encourage its citizens to find alternatives to **pangolin** in their diet and medical practices.

Questions to Consider:

- Does Bengkano's investment in tourism make it less likely the country will engage in **wildlife trafficking**?
- What should Bengkano do to keep **wildlife trafficking** from occurring along its borders?
- Are there other goals that LEAP might help Bengkano accomplish?
- How can CITES's involvement in Bengkano be leveraged with neighboring countries?
- Why might Keneselles be reluctant to control its border?
- How would you explain the reason citizens of Trangalia need to find alternatives to **pangolin** in their diet and medical practices?



Fact Sheet:

Keneselles

The country of Keneselles has a population of 74 million people living within 234,000 square miles. Much of the land is rural and agriculture is the largest employer, but fishing and forestry are also important industries. Keneselles is slowly switching to a democratic form of government after many years of rule by a dictator. It is beginning to decentralize control and encourage private industry. The economy has benefited from high-profile foreign investment in hydropower dams along the Noteiki River that provide power to neighboring countries, including Trangalia. Although there are slow improvements for the citizens and a slight increase in the potential for private enterprise, 20% of all homes still lack electricity.

Many citizens consider the decentralization of control in the country to be a positive step as do most of their neighbors, but this has made the government weaker as various parties struggle to establish power. Some individuals are taking advantage of the government's inattention to conservation in Keneselles, and citizens are illegally trading in **pangolin**. Although the government of Keneselles is a signatory of the **CITES** agreement, it is finding it difficult to implement the treaty. Keneselles is situated south of the country of Trangalia and shares a border with Bengkano to the northeast.

Little economic opportunity for small business owners encourages entry into the illicit wildlife trade. Communities often turn to poaching to meet basic subsistence needs, to improve their economic standing, to practice cultural practices and traditions, or to retaliate for perceived injustices from the past. The native **pangolins** of Keneselles have never been a major part of the nation's food culture or traditional medicine, but they are used by some groups. Unless better economic opportunities are created for Keneselles citizens, it will be difficult to stop their involvement with the illegal wildlife trade.

Local laws make trade in **pangolin** illegal and Keneselles has an active **wildlife conservation** group. Killing, possessing, selling, illegally transporting and exporting protected wildlife is punishable with imprisonment for up to eight years and/or a fine of up to \$9,000. However, officials generally turn a blind eye to any evidence of **wildlife trafficking**. **LEAP** has been encouraging the government of Keneselles to close down illegal wildlife markets and reduce consumer demand for **pangolins** and other **endangered** wildlife. The lack of enforcement of these laws encourages poachers to use Keneselles as a trading hub for **pangolins** captured in Bengkano and sold into Trangalia. There are some positive signs that circumstances may be beginning to change; 10 poachers were recently caught with 90 **pangolins** and six bags of **pangolin** scales. They have been jailed and await trial.

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Opening Position:

- You blame Trangalia for the increased demand for **pangolins**.
- You would like DOS to work within the region to create greater stability.
- You are open to the possibility of working with **NGOs** such as LEAP.
- You recognize that your citizens are turning to the illegal trade in wildlife because they have little economic opportunity.

Questions to Consider:

- What steps should Keneselles take towards enforcing laws against the sale of **pangolin** across its borders?
- How might CITES assist local communities in Keneselles to strengthen their economic opportunities?
- Why is greater stability in the region important for Keneselles?
- In what specific ways can an organization like LEAP assist Keneselles in the protection of **endangered** wildlife?
- Is there any way to leverage assistance or a better relationship with neighboring Bengkano?

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Fact Sheet:

Trangalia

Trangalia is one of the largest countries in the region, both in land area and population, with just under one billion people. The government is a partial democracy in which, although elections are held, citizens have little knowledge about the activities of those who exercise real power. There are few civil liberties.

Trangalia is a regional leader in terms of manufacturing, industrial products, and agricultural exports. Manufacturing and agriculture are the primary employers as the country continues to diversify from its roots as a predominantly agricultural nation. Mining of natural resources is an important export and manufacturing is a growing industry. Trangalia is a member of the **G-20**, a group of the world's largest advanced and emerging economies, and is currently elected to the UN Security Council for the next two years.

Although Trangalia is forward thinking in its economic interests, traditional ways still play a large part in its culture. **Pangolin** has long been one source of protein for Trangalians, but is even more important for its use in traditional medicine. Local species of **pangolins** have been decimated by unregulated hunting, so citizens of Trangalia have turned to Keneselles for **pangolin** meat and scales.

The booming population growth of Trangalia and the rising standard of living make the demand for **pangolin** ever more urgent. As **pangolin** populations decrease, it becomes more expensive and therefore the elite conspicuously consume it as a sign of upward social mobility. The decline in **pangolin** populations and intensified efforts to curb the illegal trade in other countries have led to rising prices for **pangolin** products - further enticing organized crime rings to smuggle the **endangered** animals.

The Trangalian government is resistant to limitations on their use of **pangolins**. Other countries in the region have been putting pressure on it to become signatories to **CITES**. The government of Trangalia has indicated that it will become a Party but has never actually enacted laws as required by CITES. The chances of ratification appear to be very low under the present circumstances. The demand for **pangolins** in Trangalia is creating instability in the region and encouraging a rise in **wildlife trafficking**.

Opening Position:

- You want **DOS** and neighboring countries to recognize **Trangalia's** sovereignty and the importance it plays politically and economically in the region.
- You suggest that **Keneselles** should do more to tighten its border against wildlife traffickers.

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- You support the free market of supply and demand for your citizen's use of **pangolin** meat and **pangolin** scales in traditional medicine.

Questions to Consider:

- How could the government of **Trangalia** be influenced to alter its lack of policy with regards to the illegal importation of pangolin?
- Is it possible for **Trangalia** to create and enforce laws that would protect its native **pangolins**?
- What facts can you gather to support the current policy towards **pangolin** in **Trangalia**?
- What implications do the decisions made by **Trangalia** have on the future of **endangered** species, especially the almost decimated local **pangolin** market and the supply and demand for the product?
- What are some possible solutions that would respect traditional culture but also provide greater protection for **pangolins**?

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Tools for Negotiating Effectively

Clearly determine your position and agree on your strategy

- Clarify or restate your position if it is misrepresented by another **stakeholder** group.
- If during informal discussions you decide that your group should change its position, discuss it with your group members as soon as possible.

Realistically evaluate possible actions before you propose them

- Are the proposals **possible**?
- Will they **achieve** the results you want?
- What are the potential **unintended consequences**?

Analyze the other groups' positions

- Why do they **hold** that position?
- Why do they **oppose** or support your proposals?
- Can you apply **pressure** to make **stakeholders** re-evaluate their positions?
- Can you offer any **incentives** to make **stakeholders** re-evaluate their positions?

Build alliances

- **Identify** which **stakeholders** share your position and which do not.
- Do not spend all your time trying to persuade others. **Listen** carefully to other delegates and absorb what they are saying.
- Try to identify **common interests** and concerns you share with other **stakeholders**.
- Even if your end goal is different, are there areas of agreement?

Incentives and disincentives (“Carrots and Sticks”)

- Consider what incentives you can safely offer to other groups.
- Explain to other **stakeholders** the negative consequences (either direct or indirect) that may follow if they oppose your position.





Worksheet 1:

Questions to Think Through

Remember: There is no “right” or “wrong” outcome. This is not a debate in which you need to win the argument; your goal is to work together to find a workable solution. Build upon common ground and look for areas where you and other parties can agree. Where you disagree, try to create options that address the other parties’ concerns.

Whom do you represent?

What is your overall goal?

What goals (in priority order) would you like to achieve?

What are you willing to compromise? Always have something that you are willing to give up to help the negotiation process achieve something.

Who can help you?

Who might oppose your approach?

What incentives and disincentives can you offer to persuade others?

What is your strategy in dealing with other parties? With whom should you speak first?





Worksheet 2:

Possible Actions

The following points are *possible* actions to be taken. Prioritize your *top two* choices according to your group's policy position. Feel free to add additional actions. You will share your group's prioritized list of actions when the negotiation begins.

- Enforce penalties for **wildlife trafficking**
- Find economic alternatives for communities that are involved in poaching
- Build a sense of responsibility and pride in a country's wildlife
- Create culturally sensitive educational programs that emphasize the importance of protecting wildlife and habitats
- Ban all trade in **pangolins** worldwide
- Assist countries with the means to achieve their goals
- Other: _____
- Other: _____

WORKSHEET





Glossary

Bilateral – Involving two countries.

Biodiversity – The numbers of different species and plants in an environment.

Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) – An international agreement between governments to ensure that trade in specimens of wild animals and plants does not threaten their survival.

Destination country – The last known point of a trade route.

Ecosystem – The whole group of living and nonliving things that make up an environment and affect each other.

Endangered – A species existing in such small numbers that it is in danger of becoming extinct.

Extinction – A species having no living members.

G-20 – The G-20, or Group of Twenty, is an international forum for the governments of 20 major economies worldwide.

International Criminal Police Organization (ICPO-INTERPOL) – A network of police forces from 190 countries to help member state law enforcement officers work together to solve crimes that cross borders.

International Union for Conservation of Nature (IUCN) – An international organization working in the field of nature conservation and sustainable use of natural resources, including pangolin.

IUCN Red List of Threatened Species – A list, published by the IUCN, that assesses the conservation status of species worldwide.

Non-Governmental Organization (NGO) – A not-for-profit organization that is independent of government and is often involved in human rights, the environment, health, and/or development.

Origin country – The first known point of a trade route.

Pangolin – An African and Asian mammal that has a body covered with large, protective scales, a small head with an elongated snout, a long sticky tongue for catching ants and termites, and a tapering tail.



Prehistoric – The period of history relating to human development before the appearance of the written word.

Preserve – An area restricted for the protection and preservation of natural resources; in this case pangolins.

Stakeholder – A person, organization, or government that has an interest in a specific event or issue.

Sustainable – Practices where the rate of harvest does not exceed the rate of regeneration of natural resources.

Transit country – A country which functions as both an importing and an exporting country in a trade route.

Wildlife conservation – Planned management of wildlife to prevent exploitation or extinction.

Wildlife trafficking – The illegal poaching or taking of wildlife and the illegal trade of wildlife and/or wildlife products.



Assessment

Have students write a response essay, reflecting on one or more questions about their experience during the simulation:

1. Which **stakeholders** made the most progress toward advancing their interests during the simulation? What kinds of negotiation strategies did those **stakeholders**?
2. How were **stakeholders** able to balance their competing economic, political, cultural, and environmental concerns? What common areas of agreement, interest, and/or concern were **stakeholders** able to identify?
3. How were **stakeholders** able to work within the confines of existing international laws with regard to **wildlife trafficking**?
4. How did **stakeholders** ensure that their agreements would not have unintended impacts on the local communities? What part did the larger issues of the sustainability of resources and conservation play in negotiations?
5. What was the objective/position at the beginning of the simulation? Did it change during the discussion and if so, how?
6. What insights did you gain by assuming the role assigned, specifically, about the dynamics of international relations and the power relations between countries?
7. How does geography, history, science, economics, sociology and security relate to the global issue of **wildlife trafficking** and the attempt to save **pangolins** from **extinction**?





Rubric

Stakeholder: _____

Student names: _____

Stakeholder Planning	Points	Maximum Possible
Each stakeholder is appropriately prepared by reading the Background, Scenario, and Fact Sheet.		10
The entire group helps develop their stakeholder's position, outlining their chosen goals, and explaining why they have been chosen.		10
Worksheets: Questions are addressed seriously. Information from the Background, Scenario, and Fact Sheet is incorporated. Answers match the realities of the Scenario.		15
Negotiation and Resolution		
Opening Statement: Statements clearly relay the group's goals, giving a brief reason for each choice. The statement is clear and conveys the point to the other stakeholder groups.		10
Informal Negotiations: Everyone participates. Group members negotiate with other stakeholders based on the information in the Background, Scenario, and Fact Sheet. Discussions are two-way, with listening, responding, and compromising.		20
Formal Negotiations: The parties push hard for their goals and maintain dialogue. Discussion remains on topic. Group members ask questions and take notes.		15
Post Simulation Debriefing: Reflects the conclusions of the final formal negotiations. All groups achieve some of their goals. Consensus is reached, or a clear effort is made to reach consensus.		20
Total Points		100

RESOURCES





Additional Resources

All Stakeholders:

- Illegal Trade in Wildlife Fact Sheet, May 2016. United Nations Environment Programme. *This report explains why illegal trade in wildlife matters and provides statistical facts, summarizes the benefits of action, and surveys global efforts to combat wildlife crime.* http://www.unep.org/documents/itw/ITW_fact_sheet.pdf
- International Affairs: Pangolins. U.S. Fish and Wildlife Service. *Description of the different species of pangolins and their habitats along with information on preservation efforts.* <https://www.fws.gov/international/animals/pangolins.html>

CITES:

- Convention on International Trade in Endangered Species of Wild Fauna and Flora. *Information on CITES including species included on the Appendices.* <https://cites.org/eng>

United States Department of State:

- Bureau of Oceans and International Environmental and Scientific Affairs, Wildlife Trafficking. This document explains the *U.S. State Department's stance on wildlife trafficking and provides links to other national organizations involved in stopping the illegal trade.* <https://www.state.gov/e/oes/ecw/wlt/index.htm>
- U.S. Diplomacy Center. *Educator resources regarding diplomacy, diplomatic simulations, external links for educators, and a guide to both online and in-person collections and exhibits at the U.S. State Department's new museum.* <https://diplomacy.state.gov/>
- Discover Diplomacy. *An introduction to the people who conduct diplomacy, the places where the Department of State engages in diplomacy, and the issues diplomacy helps resolve.* <https://diplomacy.state.gov/discoverdiplomacy/>

NGOs:

- IUCN-SSC Pangolin Specialist Group. *Details about the eight species of pangolins, and the efforts of wildlife experts from around the world who are actively involved in pangolin research and conservation.* www.pangolinsg.org





- African Pangolin Working Group. *This group's mission is to conserve the four species of African pangolins through research, engaging law enforcement agencies, and promoting public awareness campaigns.*
www.pangolin.org.za
- Fauna & Flora International. *Information on the organization's efforts to conserve threatened species and ecosystems worldwide with articles on where they work and recent news including articles on pangolins.*
www.fauna-flora.org
- TRAFFIC. *TRAFFIC is a wildlife trade monitoring network that provides reports, publications, and resources on the investigation and analysis of wildlife trade trends, insights into consumer attitudes, and purchasing motivation.*
www.traffic.org
- Wildlife Conservation Society Wildlife Crimes Unit. *Article on the most recent CITES resolutions made in September, 2016, protecting pangolins. It offers a search feature providing hundreds of articles about efforts to protect regions and species of pangolin.*
<https://www.wcs.org/get-involved/updates/pangolins-get-new-protections-at-cites>

Legislation/ International Treaties:

- END Wildlife Trafficking Act, signed into law in October 2016. *This link to American legislation and foreign policy perspectives of wildlife trafficking, explains actions approved by Congress to counter illegal wildlife trade and specifically defines terms such as "focus country" and "country of concern."*
<https://www.congress.gov/114/bills/hr2494/BILLS-114hr2494eas.pdf>
- UN General Assembly (Resolution 69/314). *The text of the U.N. resolution recognizing the global priority and broader impacts of wildlife crime, including the undermining of good governance, the rule of law, and the well-being of local communities.*
http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/69/314
- Letter of Understanding. 2010. CITES-ICCWC. *This two page document is a primary source, establishing the International Consortium on Combating Wildlife Crime.*
https://cites.org/sites/default/files/i/iccwc/mou_0.pdf
- The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). *The text of the international agreement between governments, aiming to ensure that international trade in specimens of wild animals and plants does not threaten their survival as well as decisions, resolutions, databases of species and member countries, plus news on the subject.*
<https://www.cites.org/>
- Wildlife Trafficking Plan, U.S. Department of Justice. *The work of the U.S. Department of Justice in the international sphere to stop the illegal trade in protected wildlife, including the Presidential Task Force on Wildlife Trafficking created by executive order, annual reviews of their progress, and news on the subject.*
<https://www.justice.gov/enrd/wildlife-trafficking>

Diplomatic Simulations

The U.S. Diplomacy Center offers educators immersive programs that explore the goals and practice of diplomacy, teach diplomatic skills, build global competence, and illustrate how the critical work of American diplomats impacts people's everyday lives. Lesson plans emphasize 21st century skills: creativity and innovation; critical thinking and problem solving; and communication and collaboration. These skills are keys to success for the next generation of global citizens.

The Diplomatic Simulation Program is the Center's premier educational tool. In a collaborative learning environment, students step into the shoes of real-life diplomats. The diplomatic simulations are designed for 15-30 participants, plus a teacher/moderator. Students receive a scenario related to a global issue, which could be real-world or hypothetical, current or historic. Within each simulation, there are five to six stakeholder groups (e.g., foreign ministries, NGOs, and international organizations), each with different perspectives and priorities. Students role-play these stakeholders in small teams of three to five. Under set time constraints, the groups are challenged to negotiate a peaceful solution to the crisis in the scenario. Students use the information provided in the simulation packet to develop their group's policy positions and defend or modify their choices in real time.

The simulations have no right or wrong actions or solutions because the process, rather than the end result, is the goal. The learning experience develops organically as the students engage in the simulation. Once the simulation has been completed, students are encouraged to express how their views on diplomacy have evolved as a result of the simulation, and to contemplate how they can apply diplomatic skills to their everyday lives.

Contact our Education Office at USDC@state.gov
for more information.

This document and all associated materials are intended exclusively for educational use.



United States
Diplomacy Center



About the U.S. Diplomacy Center



The U.S. Diplomacy Center is a public-private partnership, an apolitical and non-partisan museum and education center dedicated to telling the story of American diplomacy. The Diplomacy Center is located at the Department of State's historic headquarters, the Harry S Truman building in Washington, D.C. The Center will invite visitors to explore the history, practice and challenges of American diplomacy through interactive exhibits, artifacts, hands-on education programs, diplomatic simulations, and the expertise of foreign affairs specialists.



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